

Message Text

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C O N F I D E N T I A L SECTION 1 OF 2 BRASILIA 7737

STADIS//////////

FOR ASSISTANT SECRETARY SHLAUDEMANN FROM AMBASSADOR CRIMMINS

E. O. 11652: GDS
TAGS: PFOR, PR, US, BR
SUBJECT: PROPOSED US TOPICS FOR MEETING OF BILATERAL MECHANISM;
POSSIBLE BRAZILIAN THEMES

REF: STATE 213232

1. SINCE THIS WILL BE THE FIRST SEMIANNUAL SESSION OF THE BILATERAL MECHANISM UNDER THE MOU, IT WOULD BE USEFUL FOR US TO HIGHLIGHT THE PROGRESS IN US-BRAZIL RELATIONS SINCE THE MECHANISM WAS ESTABLISHED DURING THE SECRETARY'S FEBRUARY VISIT AND THE PRACTICAL, AND PERHAPS MORE IMPORTANT, PSYCHOLOGICAL CONTRIBUTION TO THAT PROGRESS MADE BY THE EXISTENCE OF THE MECHANISM. SPECIFIC MAJOR NEW FEATURES OF THE RELATIONSHIP HAVE BEEN THE ESTABLISHMENT OF NEW TECHNICAL SUBGROUPS IN S&T AND ENERGY R&D, THE SIMON-SIMONSEN AGREEMENT ON THE NEW LINKAGES WITHIN THE FRAMEWORK OF THE MOU BETWEEN TREASURY AND THE MINISTRY OF FINANCE, AND--ON A NONGOVERNMENTAL LEVEL--THE FIRST MEETING OF THE JOINT US-BRAZIL BUSINESS COUNCIL. THE BROAD IMPLICATION OF THIS INCREASED ACTIVITY--THAT THE US IS MOVING QUICKLY TO DEEPEN AND BROADEN THE US-BRAZILIAN RELATIONSHIP--HAS NOT ESCAPED THE BRAZILIANS.

2. INTRODUCTORY US THEME--THE WORKING OF THE MECHANISM SO FAR: ACCORDINGLY, A PRIMARY TASK FOR THE US SIDE AT THIS

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MEETING SHOULD BE TO REINFORCE THESE DIRECTIONS IN OUR

RELATIONSHIP, INCLUDING A BRIEF REVIEW OF THE PRESENT STATUS OF THE SUBGROUPS (INCLUDING THE PROPOSAL FOR A SOYBEAN TECHNICAL GROUP) AND OF THE VARIOUS MEETINGS AND EXCHANGES THAT HAVE TAKEN PLACE SINCE FEBRUARY WITHIN THE FRAMEWORK OF THE CONSULTATIVE ARRANGEMENT. SPECIFICALLY IN THIS CONTEXT, THE SECRETARY COULD:

A. EXPRESS HIS GRATIFICATION OVER THE CONCRETE RESULTS OF THE VISIT OF SECRETARY SIMON;

B. COMMENT ON SPECIAL ITEMS OF INTEREST THAT SURFACED IN THE SEMIANNUAL CONSULTATIVE SUBGROUP ON TRADE MEETING HELD IN BRASILIA ON SEPTEMBER 3;

C. OBSERVE THAT THE SEPTEMBER MEETINGS OF THE US-BRAZIL ENERGY RESEARCH AND SCIENCE AND TECHNOLOGY SUBGROUPS RESULTED IN A USEFUL EXAMINATION OF THE PROBLEMS OF STIMULATING INCREASED COOPERATION IN THOSE AREAS;

D. NOTE OUR HOPE THAT THE US PROPOSAL FOR A SOYBEAN TECHNICAL GROUP WILL LEAD TO USEFUL EXCHANGE AND COOPERATIVE ENDEAVORS IN AN AREA WHICH IS LIKELY TO BECOME EVEN MORE IMPORTANT TO EACH OF US WITH TIME; REAFFIRM THAT US SEES THIS COOPERATION AS CONSISTENT WITH FREE AND EXPANDING WORLD TRADE IN SOYBEANS;

E. COMMENT THAT THE FIRST MEETING OF THE US-BRAZIL BUSINESS COUNCIL IN BRASILIA IN AUGUST WAS A SUCCESS AND PRODUCED USEFUL AND CANDID EXCHANGES OF VIEWS;

F. NOTE THAT THE VISIT OF IO ASSISTANT SECRETARY LEWIS HAS GIVEN US AN OPPORTUNITY TO EXCHANGE VIEWS ON UN ISSUES WELL IN ADVANCE OF THE UNGA, ON THE RESUMED CIEC MEETINGS, AND ON THE COMMODITIES MEETINGS CALLED FOR UNDER UNCTAD;

G. EXPRESS REGRET THAT IT HAS PROVEN IMPOSSIBLE SO FAR TO SCHEDULE DISCUSSIONS BETWEEN POLICY PLANNERS AND OUR HOPE THAT DATES CAN BE SET SOON.

3. IN SUGGESTING THE FOLLOWING SPECIFIC ECONOMIC, SCIENTIFIC, AND POLITICAL TOPICS THE SECRETARY MAY RAISE, WE ARE MINDFUL THAT A NUMBER OF THEM ARE STILL IN GESTATION AND THAT THEREFORE THE SECRETARY'S HANDLING OF THEM MAY DEPEND ON EVENTS BETWEEN NOW AND THE CONSULTATIVE MEETING. OUR PROPOSALS ARE BASED ON OUR UNDERSTANDING OF THE PRESENT STATUS OF THESE INITIATIVES AND WHAT SEEMS AT THIS POINT TO BE THEIR
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MOST LIKELY OUTCOME.

4. SPECIFIC ECONOMIC AND SCIENTIFIC TOPICS THE SECRETARY MIGHT RAISE ARE:

A. NUCLEAR ENERGY- THE SECRETAR COULD REVIEW WITH SILVEIRA PROGRESS IN INCREASING NUCLEAR COOPERATION, WITH PARTICULAR REFERENCE TO THE DISCUSSIONS THAT SHOULD HAVE BEEN HELD IN RIO IN SEPTEMBER ON THE AMENDMENT OF THE

AGREEMENT FOR COOPERATION AND FOR THE SUPPLY OF ENRICHED URANIUM FOR BRAZILIAN REACTORS. THE SECRETARY COULD AGAIN NOTE HIS SATISFACTION WITH THE RESULTS OF THE VISITS TO THE US OF UEKI AND DION, AND THE VISIT OF DR. SEAMANS TO BRAZIL. SILVEIRA MIGHT ALSO DISCUSS THE IAEA CONFERENCE IN RIO IN SEPTEMBER.

B. NORTH-SOUTH DIALOGUE - COMMENT ON ANY US INITIATIVE AT THE SEPTEMBER CIEC MEETING, INCLUDING THOSE ON THE INTERNATIONAL RESOURCES BANK; SEEK SILVEIRA'S VIEWS ON THE IRB AND PROSPECTS FOR CIEC AND BRAZILIAN INTERESTS THERE; NOTE OUR COMMITMENT TO PROGRESS IN THE MTN AND THE COMMODITY DISCUSSIONS INITIATED BY THE NCTAD IV RESOLUTION.

C. LAW OF THE SEA - DEPENDING ON THE OUTCOME OF THE CURRENT LOS SESSION, STATE US OPINIONS ON THE OUTLOOK FOR AN LOS TREATY, PARTICULARLY ON THE ISSUES OF DEEP SEABED MINING, COASTAL STATE JURISDICTION, AND SCIENTIFIC RESEARCH, ALL TOPICS OF SPECIAL BRAZILIAN AS WELL AS US INTEREST.

D. FISHING ARRANGEMENTS AND THE US FISHERY MANAGEMENT ACT - BRAZILIANS HAVE A KEEN INTEREST IN, AND SOME CONCERN FOR, IMPLICATIONS OF THE ACT AND ITS IMPACT ON BILATERAL FISHING ARRANGEMENTS WITH THE US. SINCE THE PRESENT US-BRAZIL SHRIMP AGREEMENT WILL EXPIRE AT THE END OF THE YEAR, THE SECRETARY COULD REVIEW WITH SILVEIRA BROADLY THE PROSPECTS FOR BILATERAL ARRANGEMENTS AFTER THAT TIME.

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C O N F I D E N T I A L SECTION 2 OF 2 BRASILIA 7737

STADIS//////////

FOR ASSISTANT SECRETARY SHLAUDEMAN FROM AMBASSADOR CRIMMINS

E. COFFEE - NOTE THAT THE US LOOKS FORWARD TO COOPERATION WITH BRAZIL IN THE IMPLEMENTATION OF THE INTERNATIONAL

COFFEE AGREEMENT; BUT OBSERVE THAT THE PRICE OF COFFEE TO THE US CONSUMER CONTINUES TO BE A SUBJECT OF GREAT INTEREST TO CONGRESS, AS DOES THE QUESTION OF BRAZILIAN COFFEE PURCHASES.

5. POLITICAL TOPICS FOR THE SECRETARY: SINCE THE SECRETARY'S LAST MEETING WITH HIM IN SANTIAGO, SILVEIRA WILL HAVE HAD EXTENSIVE RANGE OF PERSONAL CONTACTS WITH THIRD-COUNTRY LEADERS. AS PART OF HIS TOUR D'HORIZN, THE SECRETARY MIGHT USEFULLY SEEK SILVEIRA'S VIEWS; BASED ON THOSE ENCOUNTERS.

A. JAPAN - SILVEIRA WILL HAVE JUST RETURNED FROM PRESIDENT GEISEL'S VISIT TO JAPAN. SILVEIRA WILL PROBABLY BE EAGER TO ASSESS BRAZIL'S EXPANDING RELATIONS WITH JAPAN, PARTICULARLY IN THE ECONOMIC AREA (THE APPARENT MAIN THRUST OF THE VISIT), AND SHARE PERCEPTIONS OF THE SITUATION IN JAPAN AND FAR EAST IN GENERAL. THIS WILL AFFORD AN OPPORTUNITY FOR THE SECRETARY TO DISCUSS THE KOREAN ITEM ON THE UNGA AGENDA, SHOULD THE NEGOTIATING SITUATION IN NEW YORK SO WARRANT.

B. LATIN AMERICA AN CARRIBEAN - SINCE SANTIAGO SILVEIRA HAS HELD TALKS WITH FOREIGN MINISTERS BLANCO, LIEVANO AND WILLS AND PRIME MINISTER ARRON OF SURINAM. IN NOTING WILLS AND ARRON VISITS, THE SECRETARY
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COULD SEEK SILVEIRA'S LATEST ASSESSMENT OF CUBAN INFLUENCE IN GUYANA, GUYANESE BORDER ISSUES, AND THE GENERAL SITUATION IN CARRIBEAN. THE GOB SEEMS LESS CONCERNED NOW ABOUT GUYANESE-CUBAN INTERACTION THAN IT WAS LAST SPRING, BUT IT STILL FIGURES RATHER PROMINENTLY IN GOVERNMENTAL THINKING HERE.

C. OTHER POSSIBLE HEMISPHERIC TOPICS THAT SECRETARY COULD RAISE IN CONTEXT OF SILVEIRA'S STEPPED UP HEMISPHERIC CONTACTS COULD BE:

(1) SILVEIRA'S LATEST ASSESSMENT OF SITUATION IN SOUTHERN CONE--AN AREA OF SPECIAL INTEREST AN COMPETENCE FOR HIM--PARTICULARLY WITH RESPECT TO ARGENTINA.

(2) PROSPECTS FOR BRAZIL'S CONTINUING EFFORTS TO BROADEN RELATIONS WITH LARGER AMAZON BASIN NEIGHBORS, PARTICULARLY COLOMBIA, IN AFTERMATH OF LIEVANO VISIT, AND PERU, IN LIGHT OF PROSPECTIVE BORDER MEETING IN NOVEMBER BETWEEN PRESIDENTS GEISEL AND MORALES BERMUDEZ. SILVEIRA MAY WISH TO INTRODUCE INTO THE DISCUSSIONS OF PERU (AND POSSIBLY GUYANA) THE QUESTION OF BRAZIL'S NEED FOR "SOPHISTICATED MILITARY EQUIPMENT" FOR SOME OF ITS FORCES. HIS REFERENCES TO THIS QUESTION HAVE CONTINUED TO BE VAGUE AND IF HE RAISED THE QUESTION THERE MIGHT BE AN OPPORTUNITY TO GET FROM HIM A CLEARER DEFINITION OF HIS CONCERNS. (IN VIEW OF UNLIKELIHOOD THAT WE COULD BE RESPONSIVE TO LIKELY BRAZILIAN

DESIRES, WE SHOULD NOT TAKE ANY INITIATIVE ON THIS ISSUE OR APPEAR ENCOURAGING IF SILVEIRA RAISES IT.)

(3) SILVEIRA'S LATEST READING OF LATIN RECEPTIVITY TO US INITIATIVES ON TIMING AND PROCEDURES FOR FURTHER DISCUSSIONS IN OAS OF CHARTER REFORM. BRAZIL IS NOW WATCHING WITH KEEN INTEREST THE LATEST CRISIS IN THE ANDEAN PACT, WHICH IT HAS OFTEN BEEN ACCUSED OF TRYING TO UNDERCUT. SECRETARY COULD ASK FOR SILVEIRA'S ASSESSMENT OF PROSPECTS FOR ANDEAN PACT, LAFTA, AND PROPOSED LATIN FREE TRADE ARRANGEMENTS AND BRAZIL'S VIEW OF THEM.

D. AFRICA - AS USUAL, SILVEIRA WILL WELCOME A REVIEW OF AND WILL HAVE OPINION ON THE SITUATION IN AFRICA, WITH MAJOR FOCUS ON SOUTHERN AFRICA. BRIEFING BY SECRETARY ON HIS TALKS WITH VORSTER IN GERMANY AND ZURICH WOULD BE PARTICULARLY WELL RECEIVED. WE SHOULD ASK SILVEIRA FOR HIS VIEWS ON FUTURE DEVELOPMENTS IN ANGOLA AND ON THE ROLE
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BRAZIL CAN PLAY IN THIS EVOLUTION AND ON ANY FURTHER THOUGHTS HE MIGHT HAVE ON THE GNERAL SOUTHERN AFRICAN PICTURE.

E. UN GENERAL ASSEMBLY - THIS WILL BE FIRST KISSINGER-SILVEIRA ENCOUNTER SINCE ASSISTANT SECRETARY LEWIS' AUUST CONSULTATIONS IN BRASILIA AND SRI LANKA NON-ALIGNED SUMMIT, AT WHICH BRAZIL WAS AN OBSERVER. SINCE MEETING WILL COINCIDE WITH EARLY STAGES OF UNGA, SECRETARY COULD USE OPPORTUNITY TO ONCE AGAIN REVIEW THOSE ISSUES ON WHICH US HAS SPECIAL CONCERN: KOREA, PUERTO RICO, ISRAELI SUSPENSION, PANAMA, SOUTHERN AFRICA AND TERRORISM. SECRETARY COULD AGAIN EXPRESS HI SATISFACTION WITH FRANK AND PRODUCTIVE CONSULTATIONS CARRIED OUT BETWEEN LEWIS AND BRAZILIANS--IN WHICH SILVEIRA PARTICIPATED EXTENSIVELY--NOTING THAT THIS EXAMPLE OF THE HIGH QUALITY POLITICAL CONSULTATIONS WE SEEK UNDER MOU. SECRETARY MAY ALSO NOTE, ASKING SILVEIRA'S VIEWS ON DIRECTION OF NON-ALIGNED MOVEMENT, THAT HE UNDERSTANDS THAT BRAZIL'S PARTICIPATION AS OBSERVER AT SUMMIT WAS CHARACTERIZED BY MODERATION AND SUPPORT FOR PRACTICAL SOLUTIONS.

F. SOVIET UNION AND EASTERN EUROPE - WHEN DURING HIS TOUR D'HORIZON THE SECRETARY REVIEWS FOR SILVEIRA CURRENT TRENDS IN US RELATIONS WITH USSR AND EASTERN EUROPE AND INTERNAL DEVELOPMENTS THERE, HE MIGHT EXPRESS INTEREST IN BRAZIL'S OWN EXPANDED EFFORTS TO EXPAND AND DIVERSIFY COMMERICAL CONTACTS WITH EASTERN EUROPEAN COUNTRIES. THERE HAVE BEEN SERIES OF VISIT TO BRASILIA BY MINISTERIAL LEVEL FOREIGN TRADE FUNCTIONARIES FROM EE COUNTRIES. SUB-MINISTERIAL LEVEL BRAZILIAN FOREIGN MINISTRY AND TRADE DELEGATION WILL MAKE SWING THROUGH EE IN SEPTEMBER. THIS EFFORT, WHICH SILVEIRA JUSTIFIES AS EFFORT TO EXPAND BRAZIL'S TRADE "OPTIONS," ENTAILS SOME RISK OF FURTHER INCREASING

SUSPICIONS TOWARD HIM AMONG STRONGLY ANTI-COMMUNIST
BRAZILIAN MILITARY.

6. POSSIBLE THEMES BRAZILIANS MAY RAISE: IN ABSENCE OF
CLOSE CONSULTATION SO FAR WITH GOB ON ITS SPECIFIC
INTERESTS IN THE TALKS, WE CAN BE ONLY TENTATIVE ON
POSSIBLE THEMES BRAZILIANS MAY RAISE. MANY OF THE FORE-
GOING ISSUES ARE OF EQUAL INTEREST TO THE BRAZILIAN
SIDE. BEARING IN MIND THAT SILVEIRA, AS IS HIS WANT,
WILL PROBABLY HAVE, FOR TACTICAL PURPOSES ONE OR TWO
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COMPLAINTS TO MAKE, WE CONSIDER ADDITIONAL POSSIBILITIES
TO BE:

A. US-BRAZILAIN TRADE IMBALANCE: SILVEIRA IS LIKELY
TO NOTE ONCE AGAIN BRAZIL'S SERIOUS CURRENT ACCOUNT
DEFICIT PROBLEM, WHICH IS LIKELY TO IMPROVE ONLY MODESTLY
IN 1976, AND THE CONSEQUENT NEED FOR BRAZIL TO CONTINUE
TO BORROW HEAVILY TO FINANCE THE DEFICIT (FOREIGN BORROWING
IN 1976 SHOULD BE ON THE ORDER OF 5 BILLION DOLLARS). HE
MIGHT ALSO CITE RESURGENT INFLATION IN BRAZIL (PROBABLY 44
TO 48 PERCENT THIS YEAR, UP FROM 29.5 PERCENT IN 1975)
AND THE PROSPECT OF HARDER TIMES AHEAD. IN THIS CONTEXT,
SILVEIRA MIGHT AGAIN POINT TO THE POLITICAL PROBLEM OF
BRAZIL'S TRADE DEIFCT WITH THE US (ABOUT HALF OF
BRAZIL'S TOTAL DEFICIT). WE WILL BE IN A BETTER POSITION
TO FORECAST THE TRADE QUESTIONS THE BRAZILIANS MAY RAISE
AFTER THE TRADE SUBGROUP MEETING SEPTEMBER 3.

B. ITEMS WHICH ARE POSSIBLE BUT LESS LIKELY:

(1) HUMAN RIGHTS - WHILE SILVEIRA GAVE THE
SECRETARY HIS SKEWED VIEWS AT THE SANTIAGO BILATERAL,
THE BRAZILIANS MAY WELL RAISE THIS AGAIN DURING CONSULTATIONS
BECAUSE OF CONCERN THAT THE US MAY PLAN ANOTHER MAJOR INITIATIVE
ON HUMAN RIGHTS/POLITICAL PRISONERS AT THE UNGA
AND BECAUSE SILVEIRA MIGHT FIND IT ATTRACTIVE TO COMPLAIN
ABOUT THE ATTITUDE OF THE AMERICAN EXPERT ON THE
WORKING GROUP ON COMMUNICATIONS OF THE UN HUMAN RIGHTS
COMMISSION.

(2) POSSIBLE ITEMS OF COMPLAINT BY SILVEIRA ON
MILITARY MATTERS COULD BE: (A) A REMINDER OF DOD'S ALLEGED
LACK OF AFFIRMATIVE ACTION ON SALE OF SOME ITEMS (MORTARS AND
HOWITZERS), THOUGH WE WOULD EXPECT THIS TO BE FURTHER
CLARIFIED BEFORE THE OCTOBER MEETING; AND (B) SILVEIRA MIGHT
USE THE OPPORTUNITY TO NEEDLE US ABOUT REDUCTION IN
THE LEVEL OF RANK OF THE US DELEGATION TO JBUSMC, IF BY
THEN THERE HAS BEEN A US DECISION ON THE PROPOSAL TO
WITHDRAW TWO OF THREE GENERAL OFFICERS
ON ITS DELEGATION, AND THE BRAZILIANS HAVE BEEN INFORMED.

(3) IT IS POSSIBLE THAT SILVEIRA MIGHT TRY TO
EXPLAIN THE UNUSUAL GOB PERFORMANCE ON OUR INVITATION TO

PRESIDENT GEISEL' TO VISIT THE US. WE EXPECT SECRETARY WOULD
MERELY TAKE NOTE OF IT.
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